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ABSTRACT

The Commission of Inquiry into Poverty in Australia investigated the relationship between poverty and education. Specifically, the Commission was concerned with cultural disadvantages among the poor, the poverty cycle, and adequacy of existing education and cultural services for the poor. The Commission maintained that improved education for disadvantaged minorities should accompany a redistribution of wealth, not be seen as a substitute for it. This document briefly summarizes perspectives of a larger report and lists specific recommendations covering: (1) unequal outcomes of schooling: collecting, monitoring, and disseminating data on level of schooling and earning power and occupation; (2) high risk children: schooling costs, dropouts, teacher training in literacy and numeracy skills, school health services, migrants (provision for bilingual education), rural education; (3) school policy: community involvement, teachers (training, appointment, promotion), support staff and services, curriculum and career education, career information; (4) learning and work: transition from school to work, unemployment reduction, job descriptions, adult education, migrants; (5) Aboriginals and education: administration, separate or integrated schools, training for non-Aboriginal and Aboriginal teachers, community involvement, flexible facilities, further research and data dissemination. (RS)

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Poverty and Education in Australia

REPORT OF THE COMMISSION OF INQUIRY INTO POVERTY IN AUSTRALIA-
DECEMBER 1976

The report on the relationship between poverty and education in Australia, is the Fifth Main Report compiled by the Commission of Inquiry into Poverty. This report, commissioned in 1972 by the Australian Government is preceded by three inter-related Main Reports published by the Commission: Poverty in Australia, Law and Poverty in Australia, and Social/Medical Aspects of Poverty in Australia. Dr R.T. Fitzgerald, Dean, School of General Studies, Burwood State College, Victoria is the Commissioner specifically involved in the compilation of Poverty and Education in Australia.

BACKGROUND TO THE INQUIRY

On 29 August 1972, the then Prime Minister, the Rt Hon. William McMahon announced the terms of reference of an independent, non-parliamentary Commission of Inquiry into Poverty in Australia. Professor R.F. Henderson, Director of the Institute of Applied Economic and Social Research at the University of Melbourne, was appointed to undertake the Inquiry on behalf of the Government.

Dr R.T. Fitzgerald, then Chief Research Officer, Australian Council for Educational Research,

— Education and Poverty;
Professor R.C. Gates, Professor of Economics, University of Queensland — Selected Economic Issues;
The Rev. G.S. Martin, Superintendent, Port Adelaide Methodist Mission, South Australia — Social/Medical Aspects; and
Professor R. Sackville, Professor of Law, University of New South Wales — Law and Poverty.

TERMS OF REFERENCE

Using the terms of reference which have informed this

Main Report dealing with poverty, the Commission investigated:

1. The nature and extent of educational and cultural disadvantage among the poor and the ways in which it leads to poverty in successive generations.
2. Existing educational and cultural services to ascertain:
 - (i) their adequacy in meeting the needs of the poor; and
 - (ii) how they might best be improved in order to overcome educational and cultural disadvantage.
3. Any associated matters relevant to the above and to the general objectives of the Inquiry.

CONTENTS

The Report comprises eight chapters: Introduction; Unequal outcomes of schooling; Children at risk; School policy; Learning and work; Aboriginals and education; Perspectives; and Recommendations. This Document summarises only the Commission's guiding philosophy and major perspectives but reproduces verbatim the recommendations of the Report.

UNDERLYING PRINCIPLES

The work of the Commission was influenced by the belief that all people, irrespective of where they live or how they live, should have an equal right to education. This the Commission considered to be the basic right of people in a democratic society. The Commission's position is further explained by the following principles which informed it throughout the investigations. The Report states these as:

- the right to an adequate income;
- the right to learn;
- the right to choice; and
- the right to a career.

APPROACHES USED

The approaches taken to uncover the links between poverty and education ranged from the design of a program of commissioned research, to personal contact with poor children and their families in the home and in the school.

As well, the Commissioners maintained liaison with researchers outside the Commission who were involved in school-related studies and who had particular concern with minority groups. The Commission also drew heavily on data provided by the Australian Bureau of Statistics.

The Inquiry sought additional information from parent organisations and groups, teachers unions, education Departments, Catholic Education Offices, social workers and other researchers.

EDUCATION, WORK AND LIFE CHANCES

During the course of the Inquiry it became evident that despite the myth of equality, Australia is a stratified society, and that stratification is largely dependent on occupational differences. 'Work is used to

discriminate between the majority who receive a more or less adequate income from their job, and those who, because they cannot engage in paid work, are consigned to severe economic hardship.'

In the Commission's view, the gross inequalities existing in the workforce are not simply the consequences of educational inequalities; nor can the reduction of educational inequality, of itself, eliminate such injustices.

In Australian society, '... the middle class and affluent profit more than the working class and poor from state subsidised services, such as education ...' According to the Report, learning at school stands out as a major determinant of entry into satisfying and well-paid employment. However, the Commission found that because access to careers is restricted to a minority of workers, the familiar stress on competition and academic success within the schooling system will combine to defeat all but very few children of low income families, irrespective of their intellectual ability. 'As a result' the Report states, 'the growing gap between the haves and the have-nots in a so-called egalitarian society will continue to widen'.

PERSPECTIVES

The Commission's Report reveals that there is a widespread belief in the community that, of all the many solutions to poverty, education more than any other provides the way out for poor people. 'Poor people themselves are often convinced that if they had stayed on at school, tried harder and obtained better qualifications, things would be different for them now.'

The Report states that in recognising the greater importance placed on formal credentials in our post-industrial society, poor parents, in common with many others, hope that schooling will enable their children to do better in life than they did.

However, the Commission's evidence shows that success in school and in the competition for rewarding careers is largely determined by such factors as social class, ethnic background and geographic location; and that the belief that schools provide the best possible potential for intervention in the poverty cycle is in conflict with the actual function schools carry out in ranking students on the basis of their congruence with school values and consequent academic success.

According to the Commission, 'Education cannot serve as a panacea for poverty. The provision of new or extended educational services for members of disadvantaged minorities should accompany, and not be seen as a substitute for, a redistribution of wealth in society'.

RECOMMENDATIONS

The Commission of Inquiry into Poverty recommends that:
Chapter 2: Unequal outcomes of schooling

1. The Commonwealth Department of Education, in consultation with the State departments and the Australian Bureau of Statistics, be responsible for collecting and monitoring data on a national basis, relating level of schooling and qualification for specific groups to such outcomes of schooling as earning power and occupation. This information

be widely disseminated within the community, and government departments and political parties examine their educational policies and practice in the light of the clear inequalities which exist (p.36).

Chapter 3: Children at risk

Schooling costs

1. The Federal Government, by extending the present Secondary Students Assistance Scheme, take responsibility for the provision of means-tested personal allowances for educational purposes to students in the compulsory years, and such allowances be paid *at least* from the beginning of secondary school. The availability of allowances be given wide publicity both in schools and through the media (p.50).
2. A working party, including representatives of parent organisations, welfare agencies, teachers, and departmental officers from welfare and education, be set up under the auspices of the Schools Commission to establish what items constitute legitimate education costs and make subsequent recommendations to education departments (p.51).
3. Those education departments which provide books and materials for poor children ensure that such books and materials are made available promptly at the beginning of the school year. Where delays do occur at the school level, staff recognise and endeavour to minimise the effects of anxiety to the child (p.51).
4. Schools have access to emergency funds to ensure that all children can participate in school programs. Lump sum grants should be made available to schools by education departments following an assessment of the schools' requests for such funds. These funds should be administered at the school level by a group of teachers rather than by an individual (p.52).
5. Each State Department of Education develop a program similar to that established by the Department of Education, Queensland, to eliminate or reduce the cost of schooling to all students (p.53).

Early school leavers

6. Teacher training institutions and education departments mount in-service and pre-service courses aimed at informing teachers and teacher trainees of the particular experiences and needs of children from different socio-economic backgrounds and of the negative effects of labelling these students (p.79).
7. Programs of school-based research such as that of the Educational Task Force Program at La Trobe University, Melbourne, to involve teachers in the school community be developed initially in schools with high levels of early leaving (p.79).
8. The teacher-student ratio in schools with high proportions of early leavers be sufficient to free teachers for more intensive work with the academically less successful, the 'behaviour problems',

and other minority groups (p.79).

9. Access to free 'coaching' facilities on a one-to-one basis be arranged for students, initially in districts containing schools classified as disadvantaged, and a paid organiser be provided by education departments to arrange appropriate classes and liaise with the schools (pp. 81-2).
10. Procedures be adopted, including the practice of regular home visits by school-based personnel, to establish effective communication especially with poor families. Increased ratio of staff to students should be such as will permit the school to take the initiative in helping less advantaged parents take a more active part in the schooling process (p.82).
11. State education departments, preferably at a regional level, employ and make available to schools a nucleus of detached youth workers who are responsible for following up illegal school leavers, assessing their problems and providing supportive counselling where needed (p.39).
12. Special efforts be made by those in contact with children who leave school illegally, to ensure that the family and the child are receiving all the assistance to which they are entitled under the current welfare and education provisions (p.39).
13. The existing knowledge of teachers, attendance officers and others in contact with very early leavers, including members of trade unions, be brought together by means of well-published open seminars arranged by education departments in each State, to delineate the extent of illegal leaving and to formulate solutions (p.39).
14. All pensions and benefits, including unemployment benefits, be available to all persons once they have left school (p.42).
15. Responsible State government departments and individual schools keep detailed and systematic records on exemptions to facilitate departmental and other research in identifying the needs of those leaving on exemption and to provide information on which to develop and implement intervention strategies (p.40).
16. The responsible State government department provide careful and responsible counselling both for the child and the family at the time of application; suggest alternatives to exemption; ensure that the family is in receipt of available financial and welfare assistance; and otherwise seek to inform the process for the family and the child. Where an exemption is granted, counselling must extend to ensuring that advice on jobs is given and that job placement, or any other arrangement, is satisfactory to all parties (pp. 47-8).
17. Detached youth workers be appointed, initially in areas where exemptions are high, to provide an unstructured form of continuing assistance for children who leave on exemption. The school take responsibility for informing these youth workers of exemptions approved and of

- the destinations of the children involved (p. 48).
18. Departments responsible for State wards organise seminars, consultations and liaison to assist teachers and schools to identify and understand the problems of State wards and to accept them into the normal schooling system without prejudice (p. 46).
 19. State government departments responsible for the welfare of wards ensure that State wards leave school by choice and not because of school failure, by providing educational counselling, remedial teaching, special coaching and financial assistance (p. 46).

Literacy

20. Teacher training at the secondary level include instruction for trainee teachers in methods of teaching the basic skills of literacy and numeracy in the compulsory years (p. 74).

School health services

21. Existing school health and medical services concentrate their resources on providing their services to schools defined as disadvantaged and to children who are demonstrably in need (p. 47).
22. School health officers be involved at the teacher training level:
 - (i) to improve teachers' knowledge of existing school health services (p. 47);
 - (ii) to instruct teachers in the simple testing procedures used in infant welfare centres and similar services to check certain physical handicaps such as deafness (p. 47).

Migrants

23. The Schools Commission take responsibility for setting up a working party consisting of representatives of research branches in each education department, the Australian Bureau of Statistics and ethnic groups, with a view to providing acceptable appropriate definitions to assist in the collection of statistics and in research and evaluations associated with the schooling of migrants (p. 54).
24. State education departments, in close consultation with the Commonwealth Department of Immigration and Ethnic Affairs, investigate possible alternatives with a view to providing an effective orientation for adolescent arrivals. Where existing financial assistance for school children is inappropriate, special allowances be made available to permit involvement in such programs (p. 56).
25. Official statements about schooling be made available in the languages spoken and understood by the children's family and education departments and, where necessary, individual schools have the services of interpreters for this work (p. 58).
26. Courses on interpreter training such as that at the Royal Melbourne Institute of Technology be readily available in each State and Territory. Education departments should indicate their strong support for such courses and seek to develop a career structure for trained interpreters (p. 59).
27. Effective models of parent involvement which have been developed be widely publicised by ethnic organisations, parents groups in general and by education departments, with a view to encouraging other schools to attempt similar innovations. Additional funding to assist such efforts be available through the Schools Commission (p. 61).
28. Federal and State education departments ensure that the various ethnic organisations are thoroughly informed of their members' rights to financial assistance and make interpreters available to parents and schools to further facilitate knowledge of and application for such assistance by non-English-speaking families (p. 55).
29. Publicity and application forms for financial assistance be accessible to migrants and provided in ethnic languages (p. 55).
30. Education departments grant full-time or part-time study leave for teachers to undertake studies in multicultural education and give priority to present and prospective members of staff in schools with a large migrant population (p. 57).
31. Staffing policy take account of the special knowledge, understanding and skills needed to teach migrant students effectively and aim at increasing the ratio of staff to students in these highly demanding situations (p. 57).
32. Federal and State education departments seek to devise ways of providing ready access to the study of all ethnic languages in schools up to matriculation level (p. 60).
33. Education departments:
 - (i) seek to recruit bilingual teachers from abroad and to supplement their numbers where necessary with trained non-English-speaking teachers who could undertake special courses in English on their arrival in Australia (p. 57-8).
 - (ii) carefully assess the numbers of potential and already available bilingual teachers and ensure that they are placed in schools where their particular skills are required while giving due accord to their desires (p. 58).
34. Pilot schemes in bilingual education be set up under the auspices of the Schools Commission in interested schools in districts where there is a high concentration of members of a particular ethnic group; and education departments give priority to providing ethnic language speakers among the teachers and teacher aides in these schools where bilingual teaching projects are initiated (p. 61).
35. The recently established national Curriculum Development Centre assist existing curriculum development branches attached to State education departments by taking responsibility for developing and disseminating material both about ethnic groups in Australian society and their birthplaces. Material be prepared in consultation and co-operation

with the ethnic communities, and be freely available to schools in a form which is easily adaptable to classroom use (p. 60).

36. The proposal of the Schools Commission to include Child Migrant Education Program funds within the General Recurrent Grants Program of the Schools Commission be implemented. We also support those recommendations by the Schools Commission concerning special additional funds for disadvantaged schools in migrant areas, setting up of State Migrant Advisory Committees and use of the Special Projects Program to explore alternative ways of meeting the needs of migrant learners (pp. 61-2).

Rural aspects

37. State education departments experiment with ways of increasing the viability and potential of smaller country schools, building in appropriate evaluation, including cost-benefit analysis (p. 66).
38. Additional resources be provided to country schools to enable teachers to develop special curricula in conjunction with members of the local community, including students and parents (p. 69).
39. Schools be funded by education departments to arrange an organised system of exchange of students between urban and rural schools on a regular basis, including a carefully devised program aimed at extending career education as provided in the home school (p. 70).
40. Members of the local community be closely involved with the school in assessing the employment potential of the immediate district, and education departments or regions, in consultation with the Department of Employment and Industrial Relations and the Commonwealth Employment Service, consolidate and make available more general information on employment trends and opportunities in various locations (p. 70).
41. The following additional changes be implemented to improve the condition of rural education:
 - (i) efforts should be made to stabilise staffing in country districts (p. 69);
 - (ii) effective communication should be actively encouraged between the school, the home and community; the initiative must be taken by the school (p. 69);
 - (iii) both in-service and pre-service training should be available to teachers to alert them to the special needs and problems of rural children and to the environment in which they live (p. 69).

Chapter 4: School Policy

Schools and their communities

1. Ministers of Education, through their co-ordinating body, the Australian Education Council, initiate a process aimed at clarifying the range and intent of education goals and at creating better community understanding of school policy and practice (p. 92).
2. The Schools Commission, in association with State and Federal education departments, investigate the relationships between school and home in different cultural settings for the purpose of clarifying, des-

cribing and widely publicising the various strategies which bring about effective interaction (p. 112).

3. The Schools Commission, in co-operating with State education departments and other school authorities, analyse the response of teachers to the Disadvantaged Schools Program, with the aim of identifying those factors in the school which have encouraged positive responses by teachers to the needs of poor students, and ensure wide publication of the results (p.93).
4. The national Curriculum Development Centre, in association with the Schools Commission and State education departments, set up pilot schemes with the aim of assisting teachers in secondary schools to develop alternative forms of curricula geared to the expressed needs of students for a sense of purpose and competence and to seek alternative approaches to student assessment which take these expressed needs into account (p. 115).
5. State and Federal education departments consult with local government on giving priority in the allocation of funds to schools in disadvantaged suburbs and isolated towns, for the purpose of improving amenities for use by teachers, students and members of local communities. Disadvantaged schools be given additional staff and resources to uncover the ideas of local people and to involve the community in the planning and operation of evening and weekend programs of activity (p.111).
6. State and Federal education departments establish District Education Offices. District inspectors, given special training, could be appointed to posts of District Co-ordinators of Education, responsible to Regional Directors of Education (p.102).
7. State and Federal education departments actively encourage planning and development by regional education authorities of a diverse range of alternative schools at the regional and district levels linked with a network of neighbourhood schools and other community facilities (p. 103).
8. State and Federal education departments, in consultation with teachers unions, establish mechanisms whereby all schools and the school community have more direct control over selection of school staff (p.102).
9. State and Federal education departments establish regional and district teachers centres to provide readily available in-service training (p.97).

Teachers

10. State and Federal education departments request teacher-employing and salary-determining authorities, in consultation with teachers unions, to examine policies of teacher appointment and promotion, to increase stability of school staffing in disadvantaged schools by giving attention to policies which encourage experienced and highly skilled teachers to remain in the classroom (p.100).
11. State and Federal education departments implement the recommendation of the Schools Commission for the establishment of Joint Development Committees. These Committees should give special priority, in the

distribution of funds and the availability of consultants and support staff to the in-service training of teachers in disadvantaged schools (p.94).

12. State and Federal education departments set up working parties to examine the present nature of pre-service and in-service courses for teachers in the light of the special needs of children at risk in disadvantaged and other schools and to propose effective ways of training teachers to meet those needs. The working parties should include representatives of teacher-employing and registering authorities, tertiary institutions, education departments and teachers unions (p.96).
13. School principals be encouraged to undertake appropriate training:
 - (i) State and Federal education departments organise in-service courses in school administration for principals and prospective principals which lead to courses in educational administration at tertiary institutions;
 - (ii) universities and colleges of advanced education develop flexible policies of admission for experienced teachers to full-time, part-time and correspondence courses; and
 - (iii) education departments grant special leave for principals and prospective principals to undertake these courses, giving priority to the special needs of disadvantaged schools (p.99).
14. State and Federal education departments introduce extensive schemes of study leave for teachers in order to upgrade professional skills (p.96).
15. State and Federal education departments consult with tertiary institutions for the purpose of establishing specialised courses to train experienced teachers in social welfare and education (p.107).
16. Training in careers education be part of the pre-service training of all teachers, primary and secondary. Specialised courses both at pre-service and in-service levels should be made available by teacher training organisations with the aim of providing at least one trained full-time career teacher for every government secondary school according to its wishes (p.130).

Support staff

17. State and Federal education departments appoint registrars, initially to disadvantaged schools, either on a full- or part-time basis, depending on the size of the enrolment (p.99).
18. State and Federal education departments in conjunction with the Schools Commission set up working parties to examine the different needs of schools for specialist teachers and ancillary school staff, to define the nature of their various roles and functions and to propose effective ways of training personnel to undertake the respective tasks involved (p. 97).
19. State and Federal education departments provide schools on request with special funds with which they can employ ancillary school staff to meet the learning needs of children at risk (p.97).
20. State and Federal education departments convene interdepartmental working parties (including represen-

tatives of teachers unions, school welfare staff, their staff associations, teaching staff and departmental officers) to review conditions of employment, including salary levels, promotion and qualification, of school welfare personnel (p.104).

Support services

21. Interdepartmental committees on school support services involving personnel from education, health and welfare be set up in each State and Territory to facilitate co-ordination, to plan the allocation of resources and to report direct to State or Federal Cabinets (p. 105).
22. Local welfare services be provided to include locally based, integrated teams of school support workers, responsible to district schools and responsive to the needs of students, parents and teachers. Where locally based community services do not exist in a sufficiently developed form, school support teams should be provided and operate at the district level. The school support team should be made formally responsible to the proposed District Co-ordinator of Education and overall planning should lie with the regional education office (p. 108).
23. Volunteer programs be developed by local school support teams in co-operation with local welfare services and the schools. Alternatively, State education departments encourage the use of volunteers in schools by funding sympathetic and experienced organisers at the regional level to be responsible for planning and initiating programs according to the needs of local schools (p. 107).

Curriculum and career education

24. Schools take full responsibility for career education, placing particular emphasis on the needs of poor and educationally disadvantaged students (p. 125).
25. The national Curriculum Development Centre, in close consultation with the Department of Employment and Industrial Relations and State departments responsible for vocational guidance, give immediate priority to developing appropriate materials and programs for schools; these be developed in close consultation with the trade unions and representatives of employers; and such curricula be tested in a variety of schools by each State education department and the results carefully evaluated. Priority should be given to setting up such schemes in disadvantaged schools (p. 126).
26. State education departments, in collaboration with such national agencies as the Schools Commission, the Apprenticeship Commission and the Australian Council of Trade Unions, and in consultation with the Curriculum Development Centre, assist teachers involved in schemes of work experience to evaluate their programs, and this information be widely disseminated to schools and appropriate State departments (p. 129).

Career information

27. The national Curriculum Development Centre review

available material and provide guidelines to the Department of Employment and Industrial Relations on the most appropriate forms of career information, both written and visual. Attention should be paid to the use of the media, particularly television, in disseminating information about jobs (p.122).

28. The Commonwealth Department of Employment and Industrial Relations, in close consultation with State departments responsible for vocational guidance, develop career information materials aimed at jobs which do not require post-school training. Such information should elaborate on the content of the work involved, the physical and social environment, likely rewards and possible dissatisfactions (p.121).
29. The Commonwealth Department of Employment and Industrial Relations, in consultation with the national Curriculum Development Centre and representatives of women's organisations, develop new career information materials aimed at reversing low expectations and limited ambitions of girls and at developing a wider range of occupational identities (p.123).
30. Special assistance be provided to non-English-speaking migrants: the Commonwealth Department of Employment and Industrial Relations should ensure that interpreters are available to existing and projected information centres and that careers information is provided in all ethnic languages (p.124).
31. The Department of Employment and Industrial Relations evaluate the effectiveness of Careers Reference Centres and other sources of career information and establish extensions or alternatives to available services in areas where the need is greatest (p.122).

Chapter 5: Learning and work Transition

1. The Minister of Education in each State establish a permanent consultative committee, to include representatives from education, industry, social welfare, recreation and other relevant areas, to study the process of transition from school to work and from adolescence to adulthood, to facilitate co-operation between departments and organisations concerned with the process, and to encourage experimentation and evaluation in this critical area (p. 147).
2. The Commonwealth Department of Employment and Industrial Relations employ youth workers to perform outreach tasks and intervene on behalf of disadvantaged adolescents by facilitating appropriate contacts needed to give them access to satisfactory work (p.146).

Work

3. The Federal Government review its policies with regard to NEAT and RED Schemes with the aim of reducing the numbers of those who are unemployed (p.157).
4. The Commonwealth Department of Employment and Industrial Relations implement and co-ordinate the recommendation:

that within an appropriate government department special attention be given to providing leadership and incentives to industry to accelerate the *redesign of jobs*, e.g. 'the Unit

of Industrial Democracy', Premier's Department, South Australia. The aim will be to provide more satisfaction in jobs through such characteristics as team approaches and variation in responsibility (p.146).

Prerequisites

5. The Commonwealth Department of Employment and Industrial Relations, in consultation with education departments and tertiary institutions, take responsibility for monitoring the use of educational prerequisites by employers when hiring or promoting workers, in order to establish whether the qualifications required are appropriate to particular jobs and to develop more flexible criteria for the assessment of employees (pp. 138-9).
6. Governments, both State and Federal, ensure that their own recruitment policies are not discriminatory. In particular, the requirement that all external candidates for the Third Division of the Commonwealth Public Service have the terminal secondary school certificate should be abolished in favour of selection criteria which take into account previous job experience and other capabilities and interests (p.139).
7. The Commonwealth Department of Employment and Industrial Relations immediately increase the staff of the Vocational Guidance Service and extend its role in counselling disadvantaged workers (p.155).
8. The Commonwealth Department of Employment and Industrial Relations employ suitable adults with considerable experience in the workforce to provide on-the-job counselling and to put workers in contact with vocational guidance and other services. The trade unions should be involved in planning and implementation (p.155).
9. The Commonwealth Department of Employment and Industrial Relations experiment with the provision of informal 'shop front' job advice and information centres located in areas with a high turnover of workers (p.155).

Further learning

10. People who do not undertake consecutively the twelve years of free schooling provided in government schools be enabled to resume their interrupted schooling, if they so desire, either full time or part time and at no cost to themselves (p. 147).
11. The Commonwealth Department of Employment and Industrial Relations, in conjunction with the Technical and Further Education Commission, investigate the possibility of creating increased opportunities for part-time study and part-time work, and a range of pilot schemes be established, initially for early school leavers, to provide such opportunities (p.142).
12. The recommendation of the Committee on Technical and Further Education be implemented:
the Minister for Education invite the Minister for Labor and Immigration to join him in conducting a joint inquiry into the education and training of apprentices, and the legal arrangements under which such education and training should take place (p. 142).
13. Courses (such as nursing) which combine work and study, as well as short-term and informal training

- courses conducted by employers (including the Public Service), be examined and evaluated by a joint inquiry conducted by the Commonwealth Departments of Education and Employment and Industrial Relations, in consultation with relevant training bodies (p.142).
14. The Commonwealth Department of Employment and Industrial Relations, in association with the Department of Industry and Commerce, investigate ways of reconstructing the work tasks in low status jobs with the aim of creating alternative forms of on-the-job and off-the-job training, which seek to improve the relationships between workers and management, the level of participation in decision making and related knowledge and skills, and implement pilot schemes (p. 157).
 15. The Federal Government initiate the development of appropriate government economic incentives to firms and industries in order to encourage their involvement in training programs. In addition, employers should have access to advisory personnel to assist them and their workers in the co-operative planning of training courses and in their implementation (p.157).
 16. The Commonwealth Department of Education provide full funding for already existing literacy education programs and assist in the evaluation of their work (p.151).
 17. The Commonwealth Department of Education, the Department of Employment and Industrial Relations and the Australian Council of Trade Unions plan, implement and evaluate experiments in providing basic education including literacy programs 'on the job' (p. 151).
 18. The Commonwealth Department of Education provide funds to permit the expansion of literacy programs so that all who want to learn to read and write can be accommodated. Funding should provide for:
 - (i) wide publicity of literacy programs on radio and television (p.151);
 - (ii) additional resources in terms of staffing and equipment (p.152);
 - (iii) decentralisation of the location of literacy programs (p.152).
 - (iv) financial support under the Commonwealth Department of Employment and Industrial Relations' NEAT Scheme for participants in literacy and basic education courses (p.152).
 19. The Federal Government set up a national inquiry into post-secondary education with the aim of identifying the needs of people, giving particular priority to disadvantaged groups in access to and use of existing and alternative services, and including an investigation of the role of community colleges and the proposed TAFE Retraining and Recreational Resource Centres (P. 167).
 20. Departments of further education be established in those States where they do not exist to carry out the continuing task of planning and developing post-secondary education on an 'open' and experimental basis. Funding of informal learning approaches should be an important part of their function (p.162).
 21. The Commonwealth Department of Education, in association with the Technical and Further Education Commission, continually monitor recent and new developments established along 'open' and experimental lines to ascertain their benefit to poor people (p.162).
 22. The Australian Universities Commission, in consultation with State education departments and representatives from each university, establish whether the qualifications required are appropriate and necessary to particular faculties, evaluate already existing 'open entry' schemes, and develop more flexible criteria for the assessment of prospective students (p.163).
 23. If the guaranteed minimum income scheme is established, serious consideration be given to phasing out adolescents 15 years and over from their parents' income unit (p.147).
 24. The Commonwealth Department of Education immediately investigate the expansion of the Tertiary Education Assistance Scheme to provide financial allowances at the *post-compulsory* level to all poor students, pending the implementation of the guaranteed minimum income scheme (p.147).
- Migrants*
25. The Commonwealth Department of Immigration and Ethnic Affairs, in conjunction with the Department of Education, establish an orientation program to be available to migrants on arrival in Australia, to include an assessment of the migrants' job skills, to provide information about job training and to give tuition in the English language. Adequate living allowances be available under the National Employment and Training scheme (NEAT) (p.197).
 26. The Commonwealth Employment Service (CES) provide detailed information on employment and job opportunities in Australia, in all ethnic languages. Information should specifically include low-skill jobs and those which require no post-school training, and be freely available both in Australia and overseas (p.173).
 27. The Department of Employment and Industrial Relations, in conjunction with the Department of Immigration and Ethnic Affairs, ensure that migrant community groups and organisations have access to detailed information on employment and job opportunities in appropriate languages, and give serious consideration to providing funds to assist in the circulation of this information within the communities (p. 173).
 28. Financial assistance be granted by the Federal Government to voluntary organisations, including trade unions, for the employment of bilingual staff, in order to assist members of small and recently established ethnic groups with information and advice on job opportunities (p. 174).
 29. The CES employ bilingual officers at a district office level in areas which include a concentration of migrants. Bilingual officers should be available, on request, in other areas (p. 174).

30. The Commonwealth Department of Education, in conjunction with representatives from the Departments of Immigration and Ethnic Affairs, Employment and Industrial Relations, and Industry and Commerce, and in consultation with ethnic groups, devise and implement methods of extending and improving the present Migrant English Program, so that it can be used more extensively in the work environment, without loss of pay to participants, and as a means of providing information about work, education and available social services (p. 177).
31. Employers be encouraged to allow supervisory staff to participate in English language programs, so that they may both acquire an awareness of cultural differences and explain company policy and practices to participants (p. 256).
32. The NEAT scheme employ counsellors of non-English speaking origin who have experience of employment in Australia (p.177).
33. The Federal Government support the continuance and, where appropriate, the establishment of courses for interpreters and translators, and both State and Federal Governments ensure that employment is provided for the graduates of such courses (p. 178).

Chapter 6: Aboriginals and Education Administration

1. In accordance with the principle of self-determination and to ensure Aboriginal control of policy and planning, a National Aboriginal Education Commission (NAEC) comprising Aboriginals and Torres Strait Islanders be set up to act as a funding body for Aboriginal education. The Commission would plan, and assist specialised programs for children and adults; would work through appropriate sections of State education departments; would liaise with government bodies such as other educational commissions, departments of education and of Aboriginal affairs; would provide a flow of information to Aboriginal communities and be receptive to the aspirations of those communities; and would perform other functions appropriate to the pursuit of Aboriginal education, as it may think fit (p.217).
2. To assist the work of the proposed NAEC every encouragement be given to the development of local Aboriginal advisory groups in all areas to stimulate discussion on educational matters and to formulate local policy (p. 218).
3. Regional seminars be organised by education departments to facilitate personal contact between representatives of a number of small communities and to give opportunities for the sharing of ideas and experiences. Special grants should also be provided to assist this process of interaction (p.202).
4. Superintendents of Aboriginal Education or their equivalent in each State be suitably trained Aboriginal persons. Given access to specialised in-service training for the task, Aboriginals should immediately be appointed as Assistant Superintendents to enable them to develop the necessary skills so that they can take over the role of Superintendent within a specified period (p.218).
5. Existing Torres Strait Island schools be transferred without delay from the Queensland Department of Aboriginal and Island Affairs to the Department of Education, Queensland (pp.205-6).

Schools

6. Education departments recognise the principle that Aboriginal children be entitled to receive their education in separate Aboriginal schools or in integrated schools, according to the wish of the community, and that such schools be assisted with the necessary funds (p.209).
7. Education departments recognise the advisability of teaching Aboriginal children in small groups (whether in separate or integrated schools)(p.199).
8. Special training be made available so that career officers, preferably Aboriginal, are able to provide appropriate and sensitive counselling to young Aboriginals in urban areas. This training and employment should be initially under the auspices of the Superintendent of Aboriginal Education or his counterpart in each State (p.208).
9. The use of home-school liaison officers be extended and short-term training made available by education departments for Aboriginals to be employed by those departments in this capacity. These officers should be attached to regional and in some cases district offices and work in co-operation with other specialised staff (p.208).
10. The Department of Education, Queensland, make provision for a secondary school on at least one of the Torres Strait Islands (p.200).

Non-Aboriginal teachers

11. Increased efforts be made by education authorities to provide both pre-service and regular in-service training for teachers of Aboriginals in consultation with staff of the proposed Aboriginal Resource Centres, such training to include lectures and seminars by Aboriginals from both urban and traditional areas (pp.214-5).
12. Only male teachers be sent to teach older boys in traditional areas, to accord with local custom (p.215).
13. The Commonwealth Department of Education, in consultation with representatives of all State education departments, devise a scheme whereby teachers with a particular interest in, and experience with, Aboriginal children can transfer from one system to the other without loss of promotion (p. 215).
14. The survey of school materials being carried out by the Australian Institute of Aboriginal Studies be extended on an ongoing basis (p.197).
15. Increased funding be given to organisations such as the Curriculum Development Centre so that appropriate guidelines for curricula suitable to different Aboriginal areas are devised and made easily ac-

cessible (p.214).

16. Regional workshops be organised by education departments at regular intervals to assist teachers of Aboriginals to develop special curricula suited to the children's background (p.214).

Aboriginal teachers

17. Local training courses be provided whereby Aboriginal trainee teachers could work in their home community under a trained teacher, being visited periodically by itinerant tutors and attending intensive residential courses of, say, six weeks' duration, within a centre or institution (p.206).
18. Education departments accept for the time being untrained Aboriginals as teachers in Aboriginal schools, because they have certain innate expertise in relating to the children; that these people be encouraged to undertake short-term courses to qualify them as teacher aides; and courses of teacher education be so structured that it is possible to progress readily through distinct stages, until the aide becomes a fully qualified teacher, should he or she so wish (p. 206).
19. Torres Strait Island teachers be accorded the same rates of pay as white teachers in the Islands (pp. 205-6).

Parents and schools

20. In schools where Aboriginals are in a minority, parents be encouraged to join school councils and be consulted in school activities (p.209).
21. In schools where Aboriginals are in a majority the school council (comprising community members) be responsible for the administration of the school and for decisions on policy matters (p.208).

Provision of education facilities

22. Educational administrators be responsive to local demand, particularly in traditional areas, and supply a range of courses of varying length and complexity to meet that demand, always leaving open the possibility of continued training at a future date, as has been achieved in the Aboriginal Community College (p.220).
23. Educational facilities, both child and adult, be more localised wherever practicable, so that Aboriginals are able to make use of education services at any stage of their life and to attain their own specific goals in their own local areas (p.220).

24. Administrative training courses be set up in the States and the Northern Territory to train Aboriginal administrators in education, community development and other forms of community activity in both urban and rural areas, and the activities of such courses be co-ordinated by the Commonwealth Department of Education (p.207).
25. Aboriginal Resource Centres be set up in each capital city (at least) under the general guidance of the proposed NAEC, to be staffed by Aboriginals who would receive in-service training for the task (p.215).
26. Flexible education facilities be provided in the main Aboriginal communities in traditional areas offering a range of training and also mobile units to cater for special needs as they arise from time to time (p.220).

Research and dissemination of information

27. The Australian Institute of Aboriginal Studies and/or the Australian Department of Aboriginal Affairs fund research projects in the following fields, as a matter of urgency, as being crucial to the adequate functioning of the educational process among Aboriginals:
 - (i) the causes of poor school attendance in specific areas (p. 186).
 - (ii) the investigation of cognitive processes of Aboriginals in both traditional and urban communities; and the socio-linguistic investigation of vocabulary of a sacred/secret nature not to be used by children (to complement the bilingual program)(p.213).
 - (iii) the teaching strategies and reward-punishment system of the traditional society as they apply to current educational methods (p.211);
 - (iv) the application to teaching practice of findings on Aboriginal visual memory (p.198).
28. Organisations currently providing funds for special programs for Aboriginal children disseminate information relating to experiences and outcomes of the projects involved (p.202).
29. A research unit be set up under the auspices of the proposed NAEC to carry out required research and to ensure that existing research findings are made available particularly to teachers and teacher educators (p.217).

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The Second Report of the Australian Committee on Technical and Further Education, containing information and advice on matters relating to the development of technical and further education in Australia for the period 1 July 1976 to 31 December 1978. Prepared under the chairmanship of Associate Professor E. Richardson and presented in May 1975. Australian Government Publishing Service, Canberra.

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